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ABSTRACT

The historical and contemporary involvement of the public library in non-traditional education is presented with the focus on adult basic education. Although most of the programs cited are in the United States, frequent references are made to international applications as described in United Nations reports and foreign case studies. Information about the financing of these programs includes a chapter on the involvement of the National Endowment for the Humanities. The future of the public library involvement in non-traditional education is discussed from a prescriptive rather than descriptive point of view, and a 29 item bibliography is provided. (JVP)

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THE ROLE OF THE PUBLIC LIBRARY
IN NON-TRADITIONAL EDUCATION

Susan Klingberg
January, 1978

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THE HISTORY OF PUBLIC LIBRARY INVOLVEMENT IN NON-TRADITIONAL EDUCATION

The degree to which public libraries have participated in adult education has varied from decade to decade in the United States. In 1924, the American Library Association appointed a Commission on the Library and Adult Education "to study the adult education movement, and the work of libraries for adults and for older boys and girls out of school, and to report its findings and recommendations to the ALA Council" (American Library Association, Libraries and Adult Education, p.7). Funding from the Carnegie Corporation allowed the Commission to conduct its study and to issue in 1926 a two-hundred and eighty page report of their findings entitled Libraries and Adult Education.

In the report, the Commission summarized its first finding in these words:

First of all, and on its own responsibility, the library owes consulting and advisory service, supplemented by suitable books, to those who wish to pursue their studies alone, rather than in organized groups or classes. Such a service, which can function effectively only through a specially trained and well-educated personnel, will offer advice in the choice of books, and will assist students through the preparation of reading courses adapted to their age, edu-

cation, taste, and previous experience. This is a contribution which the library is peculiarly fitted to render (American Library Association, Libraries and Adult Education, p.9).

The report also stated that public libraries have an obligation to furnish complete and reliable information about all education activities in the community and to make available materials for them. It recommended the improvement of central lending collections and the coordination of library adult education service throughout the country (American Library Association, Libraries and Adult Education, pp. 9-10).

The "consulting and advisory service" which the ALA Commission advocated in its first finding was adopted by many public libraries in the 1920's and 1930's as the "reader's advisor" service. Librarians prepared reading lists and used existing ones to guide people who sought help on specific learning topics (Houle, Cyril, The Public Library's Role in Non-traditional Study, p. 68). In addition to the reader's advisory service, this period in public library development was characterized by the provision of services to community institutions and by library-sponsored group programs. As these three activities gradually became accepted as part of public library service to adults, the concept of the reader's advisor disappeared (Monroe, Margaret, Library Adult Education: The

Biography of an Idea, p. 13, in Houle, p. 31).

A number of basic adult education programs were offered by public libraries in the 1920's for immigrants (Brooks, Jean, The Public Library in Non-traditional Education, p. vii).

The report of the ALA Commission on the Library and Adult Education mentions the work of the Division of Public Libraries in the Massachusetts Department of Education as a model.

This agency employed a full-time assistant to help librarians and library trustees throughout the state assess the needs of the foreign-born. It also served as a clearinghouse of information for libraries developing programs for immigrants, prepared bibliographies to help librarians select books for immigrants, and established rotating book collections in twenty-nine languages (ALA, Libraries and Adult Education, p. 174).

In the 1930's, public libraries offered self-education activities to help adults cope with the depression years and in the 1940's offered them opportunities to learn new skills for the war effort (Brooks, p. vii). The Fund for Adult Education provided money for public libraries to develop new programs for adults in the early 1950's and while it lasted created a resurgence of interest in adult education (Knowles, Malcolm S., The Future Role of Libraries in Adult Education,

p. 2). In 1964, the American Library Association received a grant from J. Morris Jones and World Book Encyclopedia to study public library service to adult illiterates. This study and the formation of two new national committees in the organization (the ALA Public Library Association Committee on Serving the Functionally Illiterate and the ALA Adult Services Division Committee on Reading Improvement for Adults) indicate that the extension of library services to the illiterate was an important priority of public librarians in the 1960's (McDonald, Bernice, "Libraries and Literacy Activities," Wilson Library Bulletin, September 1965, p. 48).

The ALA study team visited fifteen American cities and was impressed to find that in each of the cities, libraries and literacy agencies were engaged to some degree in joint planning and programming. However, some of the literacy programs which were studied were not maximizing the educational resources within their communities. Study team members found that many teachers were not familiar with materials developed especially for use with adult illiterates. Teachers admitted that they used libraries infrequently and that their students did not have sufficient time or ability to take advantage of library services. Not one of the thirty-three teachers who

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were interviewed had received formal instruction in teaching adults to read (McDonald, p. 49).

The ALA study team concluded that federal funding from the Library Services and Construction Act would create opportunities for large-scale cooperative programs between libraries and community agencies, but that most librarians lacked the planning skills necessary to develop these programs (McDonald, p. 49).

This brief review of the public library's interest in adult education indicates that since the 1920's it has considered one of its functions to be educational. The following quotation is from the 1926 American Library Association report quoted earlier:

Much of adult education is non-institutional and consequently without resources in buildings, equipment, and funds. Its activities are voluntary in character, and books have an indispensable place in these activities. Combining these three major propositions, which the Commission regards as established and demonstrated, there follows a conclusion that in its opinion is logical and irresistible. It is that libraries - and in particular public libraries - have an obligation and a responsibility in their support of adult education that cannot be avoided or evaded - that is inescapable (ALA, Libraries and Adult Education, pp. 22-23).

LIBRARIES AND NON-TRADITIONAL EDUCATION

IN THE SEVENTIES

In the early 1970's, public and private institutions and organizations throughout the U.S. began exploring ways of expanding educational opportunities for the country's diverse adult population. Some of the non-traditional modes studied were equivalency programs, external degree programs, continuing in-service educational programs, and programmed instruction. New directions in education were also explored by the Commission on Non-traditional Study, the Carnegie Commission on Higher Education, the Task Force of the Department of Health, Education, and Welfare (Newman Commission), and many other specially appointed groups. When the Ninety-second Congress passed the Educational Amendments of 1972 to the Higher Education Act of 1965, it provided assistance to educational institutions and agencies for the development of non-traditional programs at the postsecondary level. These funds were also intended to provide equal educational opportunity for all (Commission on Non-traditional Study, Diversity by Design, pp. ix-x).

In its report, the Commission on Non-traditional Study discussed the public library in detail as an educational institution and made the following recommendation: "The public library should be strengthened to become a far more powerful instrument for non-traditional education than is now the case."

The Commission supported its recommendation by pointing out that public libraries are numerous, accessible, free to members of their communities, possess learning resources, employ a public service staff, and are capable of serving as a point of referral to other educational resources (Commission on Non-traditional Study, pp. 82-83).

In his preface to the Commission's 1973 report, Chairman Samuel Gould defines non-traditional study as an attitude rather than a system:

This attitude puts the student first and the institution second, concentrates more on the former's need than the latter's convenience, encourages diversity of individual opportunity rather than uniform prescription, and deemphasizes time, space, and even course requirements in favor of competence and, where applicable, performance. It has concern for the learner of any age and circumstance, for the degree aspirant as well as the person who finds sufficient reward in enriching life through constant, periodic, or occasional study (Commission on Non-traditional Study, p. xv).

In the same year that the Commission on Non-traditional Study was created (1971), a proposal written by the Public Library Division of the American Library Association was funded by the National Endowment for the Humanities and the Council on Library Resources. This proposal was for a feasibility study of public library goals for the last quarter of the century. One of the pressing problems identified by the ALA Project Committee was the development of new patterns of service to meet the needs of the disadvantaged, the handicapped, the institutionalized, the aging, and members of minority

groups. The Project Committee Report A Strategy for Public Library Change was published by the American Library Association in 1972 (Martin, Allie Beth, A Strategy for Public Library Change, p. viii). The objectives of the Project Committee were quite similar to those of Gould's Commission on Non-traditional Study. The members of the Project Committee did not feel that the problems which they were studying could be solved by existing resources or traditional methods. They were looking for new approaches to the problems facing public libraries such as the utilization of information retrieval technology to speed information to users (Martin, pp. viii-ix).

A Strategy for Public Library Change identified four priorities: 1) the demonstration of the potential of public libraries as community resources 2) the development of research projects to increase knowledge about the public library 3) the testing of data already gathered about public libraries through demonstration projects 4) the development of new education programs for librarians to enable them to select goals and to plan libraries capable of implementing them (Martin, p. 50). Gould's Commission on Non-traditional Study discussed the American Library Association study in Diversity by Design and enthusiastically endorsed the four recommendations listed above (Commission on Non-traditional Study, p. 84).

One of the most serious concerns of the ALA Project Committee was the inadequacy of existing manpower and funding resources. One of the problems studied by the Committee was how to redress the imbalance between the dwindling financial resources of central cities which have developed the major re-

ference and research collections and the financial resources of the suburbs. Suburban residents generally make significant use of the collections of major city public libraries but contribute little to their support (Martin, p. viii).

Currently there are a number of programs in which public libraries are cooperating with other agencies and institutions to maximize use of their resources and to enable them to expand educational opportunities for adults. Some of these programs predate the studies by the American Library Association and the Commission on Non-traditional Study, and some of them are undoubtedly a response to the challenge which the studies issued. Many of the public library's partners in these programs are also traditional institutions such as universities, community colleges, community centers, hospitals, government agencies, correctional institutions, voluntary associations, and businesses. It is the linking of the two institutions and the creation of an alternative study opportunity which is the "non-traditional" element. In Diversity by Design, Gould states that "...the success of non-traditional study depends on integrating traditional and non-traditional elements in this diverse design" (Commission on Non-traditional Study, p.9). Information exchange and cooperation between public libraries and other institutions and agencies involved in non-traditional education marks the beginning of a network of resources.

Public libraries which have established community information and referral services are at the very center of their

local networks. The August 1974 issue of Library Journal reported that an increasing number of public libraries were providing this kind of service. The Denver Public Library, the University of Denver, and the Department of Housing and Urban Development jointly sponsored a \$23,000 research project on the information needs of the Denver area. City Librarian Henry Shearhouse stated that the project's aim was to help the library "take a more active educational role to meet the changing needs of its patrons."

The Mission branch of the San Francisco Public Library installed a "Community Memory" terminal in 1974 which is hooked up by telephone to a Resource One computer. The computer stores information on social services.

A three-year Office of Education project established community information centers in public libraries in Cleveland, Detroit, Houston, Atlanta, and Queens, New York. The project, which was started in 1972, was not fully evaluated because of a funding cutback in 1974 (Library Journal, August 1974, p. 1894).

In an article called "Urban Information and Public Libraries," Mary Lee Bundy challenges current library attitudes and practices. According to the traditional position, the public library is a non-political institution which provides information when requested without comment or advice. Bundy stresses the library's responsibility to serve the disadvantaged by making information accessible to them and by demonstrating how it can be used to solve problems and change life conditions.

Two of Bundy's recommendations for an urban information service are particularly interesting because they have historical

roots in public library philosophy but are very radical in terms of current practice. Bundy proposes that the public library establish an advocate information service with a staff which would intervene if necessary on behalf of a client in his dealings with an established institution such as a police station or hospital. Library staff would be stationed at intake points in these institutions to assist people and inform them of their rights (Bundy, Mary Lee. "Urban Information and Public Libraries," Library Journal, January 15, 1972, pp. 166-167).

Bundy also recommends that the public library adapt an active role as a defender of people's "right to know." The public library would act on the behalf of groups which have a legal right to information but who have been denied access to it. With full realization of the opposition this kind of service would encounter, Bundy advocates that the library go to court for its client, if necessary. The client would have the option of remaining anonymous in order to protect his interest. A third recommendation put forth in the article is that the library step in to offer educational programs for disadvantaged groups that are not offered through other agencies (Bundy, p. 167).

The author's arguments in support of an advocacy role for the public library are strong. She writes "...any public institution exists solely to meet the needs of its community and if that community is disenfranchised and victimized, that institution must ally itself on the side of the people to end their oppression" (Bundy, p. 168).

In her article, Mary Lee Bundy suggests that the public library offer educational programs for adults related to their "survival needs" (Bundy, p. 167). The American Library Association is preparing a manual for publication on how librarians can teach adults to read. The ALA has organized a year-long campaign to reduce the rate of illiteracy among American adults, which has been conservatively estimated at twenty-one million by the Federal Office of Education. The Enoch Pratt Free Library of Philadelphia is also working to reduce illiteracy. A program this library developed to train librarians in the correction of functional illiteracy began operating in December 1976 (King, Seth, "Many Libraries," New York Times, November 17, 1976, p. B1).

Despite the many agencies working to combat adult illiteracy, the problem is not diminishing. Adult educator Charles Divita estimates that one important literacy program - the Adult Basic Education/Library Service Project - has reached almost three million adults in the years between 1964 and 1974. However, during that period approximately one million junior high and high school students dropped out of school each year, increasing the number of undereducated adults (Divita, Charles, "What is the Name of the Game?" Conference Proceedings. Adult Basic Education and Public Library Service, p. 68).

The Adult Basic Education/Library Service Project (ABE) was developed by the Appalachian Adult Education Center (AAEC) at Morehead, Kentucky. AAEC has been funded by the U.S. Office of Education, Right-to-Read, the Appalachian Regional Commission,

and several state libraries. Since 1972, AAEC has worked to interrelate public library and adult basic education services in eight states (Conference Proceedings, Adult Basic Education and Public Library Service, pp. 13-14). Each cooperating library system works out its own individual plan with AAEC. In addition to developing rotating print and media collections for adult new readers, libraries often provide staff, book-mobiles, and classroom space. They also help to publicize ABE programs.

The State Library of Florida initiated planning for a conference of Southeastern area public librarians, adult educators and ABE staff members which was held in June of 1974. The Adult Education section of the Florida State Department of Education co-sponsored the conference which had four objectives: 1) to encourage communication between librarians and ABE staff members 2) to provide information about ABE materials 3) to provide information about successful library/ABE programs 4) to involve participants in an actual community planning experience which could serve as a model in their own communities (Conference Proceedings, Adult Basic Education and Public Library Service, p. 6). Conference participants were given guidelines for marshalling all of the resources of their communities to develop services for disadvantaged adults. They learned how to utilize existing data about their communities and how to assess community needs. More opportunities of this type are needed for librarians and educators so that they can develop the planning skills necessary for interagency cooperation.

Another successful model of interagency cooperation to promote literacy exists between the public library and the Literacy Volunteers of America. Public librarians have demonstrated their support for LVA programs by planning publicity, writing grant proposals, matching funds, and developing special book collections. Public libraries in Waterbury, Connecticut, Madison, Maine, Southbridge, Massachusetts, and Mount Vernon and Tarrytown, New York are involved in programs with LVA. The directors of the Waterbury and Madison Public Libraries also serve as chairperson of the local LVA affiliate. The fastest-growing LVA affiliate in Massachusetts is at the Jacob Edwards Memorial Library in Southbridge, Massachusetts. Its emphasis is on English as a second language. According to LVA coordinator Susan Enholm:

...The "Library Lifts Literacy" program was launched to organize a volunteer, one-to-one teaching service for adult non-readers and foreign speakers who lacked English skills. Through the efforts of the head librarian, Barbara King, an \$8,100 federal grant was given by the Massachusetts Bureau of Library Extension for a one-year program. The funds provided for a part-time coordinator, tutor-training materials, student workbooks, and reference texts for a newly formed adult education section within the the Edwards Memorial Library (Haendle, Connie, "The Community Link: Libraries and LVA," Wilson Library Bulletin, May 1976, p. 733).

The Cambridge Public Library is another Massachusetts library which has developed English as a second language courses for foreign-born city residents. The classes are taught by members of the staff and professional teachers who are hired by the library. The library and the Mt. Auburn Hospital have together developed a series of programs for adults on medical

problems. Library-sponsored programs on consumer issues and how to take a civil service exam are also given. The latter program is offered in both English and Portuguese.

From 1973 to 1974, the Cambridge Public Library was the contracting agency and manager for an adult education center which had an enrollment of more than two hundred full- and part-time adult students. The Community Learning Center, which had previously been managed by Harvard University, had a staff of ten and a budget of \$80,000. Courses and tutoring were aimed at the culturally disadvantaged and at people in the community who work with them such as city employees and medical personnel. Through a special arrangement with local community colleges, a number of classes were offered for credit ("Cambridge Public Library Manages Learning Center," Library Journal, February 1, 1973, p. 377).

Although the Community Learning Center did receive one Vista grant which provided volunteer staffers, Library Director Joseph Sakey was disappointed that more federal funding was not awarded to the project. In a telephone interview on December 29, 1976, Sakey said that for funding purposes, the federal government did not consider the public library to be an educational institution. At the end of one year, Sakey recommended that the Cambridge School Department be named as the contracting agency in the hopes that its proposals for funding the Center would receive more federal aid.

Basic adult education classes are being developed by public libraries across the country, often in conjunction

with other agencies. There are far too many even to list them all in this paper. In addition to the programs discussed above, there is the Brooklyn Public Library's twenty-one year-old Reading Improvement Program, the Kalamazoo Library System's Adult Reading Center, the Seal Beach Public Library's tutoring program in California, and the Buffalo/Erie County Library System's high school equivalency program, which is offered through a local television station.

Fifteen public libraries are currently offering college equivalency programs to young adults and adults through the College Entrance Examination Board (CEEB). Most of the participating libraries are located in large cities such as Dallas, Miami, Atlanta, Cleveland, and Salt Lake City. They are city-wide library systems with branch libraries to serve individual neighborhoods. This independent study project is being funded by the Council on Library Resources, the National Endowment for the Humanities, the Office of Education's Division of Library Programs, and CEEB ("Independent Study Projects," Library Journal, February 1, 1975, p. 246).

The College Level Examination Program (CLEP) was developed by CEEB to offer college credit on the basis of examination. It is an independent study program which is open to all and is recognized by a large number of U.S. colleges and universities. In 1970 CEEB began to work with public libraries who were interested in providing assistance to CLEP students. In 1972, CEEB created an Office of Library Independent Study Projects (OLISP) to coordinate library programs and encourage the sharing of information. Plans were made to

provide assistance to all adults interested in independent study, regardless of whether college credit was desired (CEEB, The Role of Public Libraries in Supporting Adult Independent Learning, p. iii).

The Dallas Public Library's Independent Study Project is of particular interest because of its cooperation with Southern Methodist University. Course outlines and bibliographies are prepared by university faculty, who also conduct tutorials and course-related workshops in branch libraries. Librarians provide information about the program to prospective students, act as student advisors, and make available study guides and reading material. Student progress is evaluated by means of the College Level Examination Program. The Independent Study Project in Dallas combines elements of two concepts in non-traditional education - equivalency and the external degree.

In 1972, the Dallas Public Library asked the National Interest Council, a group made up of representatives of college and library associations, to evaluate its Independent Study Project. The Council praised the library's program and recommended that it be considered for implementation nation-wide. "Dallas Library's Study Plan," Library Journal, June 1, 1972, p. 2025).

A more recent evaluation of the project was less encouraging. The Dallas Public Library found that of the 3,272 adults who had requested study guides, only 191 actually took the CLEP exams. Other participating libraries reported that only a small number of the students who had initial consultations with librarians returned for additional help.

("Independent Study Projects Ready for Pilot Testing," Library Journal, February 1, 1974, p. 246).

The following public libraries are also operating external degree programs for college credit: the Chicago Public Library, Cleveland Public Library, Wayne Oakland Federated Library System (Michigan), and the Prince George's County Memorial Library (Maryland).

INFORMATION SYSTEMS FOR NON-TRADITIONAL STUDY

In a paper written for the Center for the Study of Information and Education at Syracuse University, Berry Richards and Joseph Oakey discuss the adult education programs at Prince George's County Memorial Library and the Cambridge, Public Library. The central idea of the paper is that new educational models need new kinds of information systems. Richards and Oakey stress the importance of including librarians who are information system specialists in the designing of non-traditional education programs (Richards, Berry, Information Systems for Non-traditional Study, p. 28).

The two authors believe that the public library is the institution best able to provide services to the external degree student (Richards, p. 18), but they are critical of the services which were provided by the Prince George's County Memorial Library and the Cambridge Public Library. In both of these programs, classroom space and supplementary materials were provided by the libraries. Students were able to earn a limited number of college credits through special arrangements made with local community colleges.

In 1972 when the University of Maryland adopted the entire humanities package (first year) of the British Open University, the Prince George's County Memorial Library offered its facilities and resources to participating students.

Although Richards and Oakey commend the dedication of the library staff to the program, they are concerned about the limited resources the library has to offer students; it has received no outside funding to develop special collections and resources for the program (Richards, pp. 11-12). In general, public libraries have very little money in their own budgets for special programs because they must compete for city funds with essential services such as police and fire protection. Consequently when city budget cuts are made, the library is often the first department to lose funds.

In their investigation, Richards and Oakey found that students in the new external degree programs are using the public library as their primary source of information. The authors recommend that the designers of external degree programs undertake studies to assess the impact students of these programs are having on local public libraries... They fear the development of "...a collision course between the institutions of higher education that do not see the need for the development of an information system and the public libraries with their limited resources, who may, by default, have to serve this emerging population of students" (Richards, pp. 15-16).

The authors advocate full use of new technologies in information science to develop library service for students engaged in non-traditional study. The use of automated programs in libraries serving these students would provide them with efficient access to large files of information. Remote-user access from a student's place of work or study could be provided to the entire information system. This kind of

interactive system would allow the user to determine if a title is owned, available, on order, or in circulation; to reserve a book or request it on interlibrary loan; to be notified of a book's arrival; to charge it out. Time-saving computer literature searches would also be possible with remote access to an on-line catalog or data base. This kind of service embodies the principle of self-help. It allows the user to browse through subject headings or through the shelf-list file, which is analagous to browsing in the stacks. All of these possibilities would be available to the user at his or her convenience (Richards, pp. 25-26). This kind of information system would work well for independent, highly motivated students capable of structuring their own learning experiences.

LIBRARIES AND NEH:
PROGRAMS FOR ADULTS IN THE HUMANITIES

The National Endowment for the Humanities partially funded the CEEB independent study project discussed earlier, and it has also provided assistance to public libraries for other types of adult education programs. NEH has funded special programs in the humanities for the Tulsa City-County Library, the Chicago Public Library, and the Boston Public Library. All three of the public libraries received funding for a three-year period, and all three invited the residents of their communities to participate in the development of programs. The first program series developed by the Tulsa Library was entitled "Change: Discovery, Discussion, Decision." The programs were planned to give individuals the opportunity to find out why changes are constantly occurring around them, how they are affected by changes, and how they can adapt to them. The aims of the program were "to demonstrate that the humanities can foster the understanding necessary for men to live together in the modern urban situation" and "to show the public library's position as the community ground where this demonstration can effectively take place" (A Catalyst for the Humanities: The Public Library, TCCL System, pp. 1-2).

The Boston Public Library and the Chicago Public Library have received \$261,260 and \$282,342 respectively and have been named "NEH Learning Libraries." The Boston Public Library

refers to its program as "a three-year experiment in library-centered higher education," which is intended to teach Bostonians about the history and culture of their city. Instructors from local universities are delivering lectures on topics like "Bibles, Brahmins, and Bosses: Leadership and the Boston Community." Graduate students are responsible for holding discussion groups on weekly readings. The library has evaluated the first phase of its three-year program and reports that attendance was very high. Participants were predominately female and almost seventy percent of the participants were in non-professional occupations ("NEH Adult Learning Program Assessed at Boston," Library Journal, May 1, 1975, p. 799).

The Chicago Public Library's program will focus on "Writing in Chicago." The 1976 theme is "Chicago and its Literature in Retrospect," followed by "Literary Perspective on the Urban Experience in Chicago in 1977" and "Contemporary Chicago Writers and their Works" the final year. There will be a writer and a scholar in residence each year. A three-day literary festival will bring each year to its close ("Another NEH Learning Library: Writing in Chicago," Library Journal, January 15, 1976, p. 300).

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THE FUTURE ROLE OF PUBLIC LIBRARIES IN NON-TRADITIONAL EDUCATION

With adequate funding, the public library could become the center of a network of social services in the community. There are four important services which the library could provide for the members of its community: 1) establish a social/cultural center available for use as a meeting place and for programs and special events 2) maintain an up-to-date file of all of the adult education activities in the local area 3) sponsor specific classes and educational programs not provided by other institutions 4) initiate all-community planning and act as a central information agency for the entire community.

In urban areas, public libraries are often responsible for serving diverse communities. They have an important responsibility to assist the distinct ethnic groups within the community to plan cultural events which recognize their heritage. The city of Cambridge, Massachusetts is a good example of a diverse community; its residents include Italians, Portuguese, blacks, Irish-Americans, college students, and university faculty and staff.

The social function of the library is also important. Adult participation in educational activities may be motivated as much by a desire for social interaction as by a desire to learn. In an article in the Unesco Bulletin for Libraries,

Frank Jessup quotes Denis Howell, who was at one time the minister responsible for libraries in England. At the opening of a new library in 1967, Howell said:

I still believe we need much more thought about the use of our libraries - their social purpose. They ought not to be just book-lending centres.... In my view they should become cultural centres in the widest sense of that term - a place in which people can gather to talk, to hear a variety of discussions - the very heart of the local community. This means, too, that we have to think about them in terms of the leisure age for which we should be planning, so that people can get a meal and a drink and where there is a multiplicity of activity...(Jessup, Frank, W., "Libraries and Adult Education," Unesco Bulletin for Libraries, November-December 1973, p. 307).

The idea that the public library should be responsible for maintaining a current file of information on adult education activities is a traditional one that dates back at least as far as 1926 when the American Library Association issued its study Libraries and Adult Education. In addition to providing an important service to educators and adults in the community, this file would enable the library to identify the types of programs not currently being offered. The library could then either develop these programs itself or initiate a community planning session to find a way to offer them.

The public library should make every effort to remain flexible in its programming for adults and should periodically evaluate its own on-going programs in terms of the changing needs of the community.

Although the concept of all-community planning has been discussed by many adult educators, there are very few successful

demonstrations of its application to non-traditional education. According to Cyril Houle "...all-community planning which aims to bring a number of agencies into a powerful and continuing collaboration to advance adult education is sporadic and fitful. This field still lags far behind social welfare or health" (Houle, p. 63).

One exception is the successful community planning system developed by the Appalachian Adult Education Center for the ABE/Library Service Project discussed earlier. AAEC recommends that the public library initiate all-community planning because it is generally the least specialized agency (Conference Proceedings. Adult Basic Education and Public Library Service, p. 21). At the American Library Association's conference on "Literacy and the Nation's Libraries" in July 1976, AAEC representative George Eyster gave a detailed description of the agency's community planning system, which is a two-day event. An assessment of community needs and resources is done by the public library prior to the session, which is attended by local residents and representatives of agencies and institutions throughout the community. Eyster stresses the importance of including members of minority groups and the disadvantaged at the session so that they are actively involved in the planning process. (Eyster, George, "Chautauqua: Literacy and the Nation's Libraries," pp. 6-7).

Samuel Gould of the Commission on Non-traditional Study also advocates all-community planning for adult education. He has adopted the word "communiversity" to refer to an ideal integrated system of all of the educational and cultural

forces of the community (Gould, Samuel, Today's Academic Condition, pp. 90-92, quoted in Houle, pp. 16-17). At the Adult Basic Education and Public Library Service Conference held in Florida in 1974, Charles Divita emphasized the need for a convergence of services for people rather than the development of more service agencies. His ideal is a "linked community" which would mobilize all of its resources to solve its problems. Divita points out that functional illiteracy is not just an educational problem; adults who are illiterate have problems related to jobs, housing, legal counsel, and health care (Divita, pp. 69-70).

The most all-encompassing community planning model has been developed by Major Owens and Miriam Braverman of Columbia University. They also see the library as part of an overall services delivery system:

The basic components of such a delivery system would be the health, housing, planning, economic development, and job training agencies; protective agencies such as police and fire; regulatory agencies such as the licensing bureaus and the courts; social service agencies such as day care and senior citizens centers; educational agencies such as public schools and colleges. Within this overall service delivery system, the public library should serve as the information management component (Owens, Major R., The Public Library and Advocacy, pp. 43-44).

In order to get information to inner-city residents, the authors propose that the public library issue a weekly newsletter or radio or television show with the following features:

Personal Finance; Consumer's Cost of Living Index; Employment Summary; Local News Briefs; Courtroom Briefs; Long Term Job Forecast; Medical Guide; Family Health

News; Community Safety and Crime Prevention Tips; Apartment Vacancy Listings; Public School News Briefs; Welfare Department Changes in Rules and Regulations; Calendar of Important Public Hearings; Calendar of Local Community Meetings; Understanding Your City Budget; Review of Free and Inexpensive Information Material; Community People in the News (Owens, p. 45).

Because inner-city residents are so dependent on government agencies for their survival needs, the authors also recommend that the public library maintain an Agency Information Production Analysis Sheet which would give a detailed description of the services offered by each agency (Owens, p. 46).

The ultimate goal of the programs proposed above is to make local public libraries more responsive to their communities. In spite of the "people's university" concept espoused by librarians in the 1930's, the public library has become an elitist rather than a democratic institution. With the exception of a few innovative programs such as the ABE/Library Service Project, public library services are directed primarily at the middle class, whose members already make up the majority of the library user population. A study of one hundred metropolitan Maryland libraries done by Mary Lee Bundy in 1966 showed that their clientele was predominately middle class.

(Bundy, Mary Lee, Metropolitan Public Library Users, University of Maryland, p. 114, in Houle, p. 38). Mary Lee Bundy makes the following criticism in the article quoted previously: "The public library is among the institutions which misuses its public charge to promote one set of cultural values and one cultural heritage as if it were superior to others" (Bundy, "Urban Information and Public Libraries," p. 166).

The elitist attitudes of many public librarians and local government officials are the greatest barrier to the development of services which are community-oriented. Ann Drennan, a program evaluator for the ABE/ Library Service Project, is concerned about the relationship between funding sources and user needs. Local governments, which provide 80 to 100% of public library funding, have not been responsive to the needs of minority groups or disadvantaged adults in the history of public library development (Drennan, Ann Hayes, "Adult Basic Education and Libraries: a Likely Marriage?" Conference Proceedings, Adult Basic Education and Public Library Service, June 5-6, 1974, p. 16).

Drennan has encountered many librarians who insist that they are offering universal service; in her opinion, they are using public funds to serve a small segment of the community - the middle class. She urges librarians to develop special programs for the different groups which make up the community. The following quotation indicates some of the services the public library can offer (the underlining is mine):

Libraries must be seen as public services - as programs - not as buildings or collections. They can be institutions for continuing education, beneficial fillers of leisure time, community referral centers, whatever their community needs. They must be friendly, welcoming, and service-centered (Drennan, p. 21).

Public libraries do have the potential to be as responsive to community needs as Drennan's ideal. In the U.S., their area of service is generally limited; in sparsely populated areas, county library systems encourage the development of

small community libraries, and in metropolitan areas, city public library systems establish additional branch libraries as funding permits. These branch libraries are generally responsible for service to a neighborhood or cluster of neighborhoods.

This community orientation of the public library has important implications for the development of adult education programs. Because it is a small institution, the public library has the flexibility to adapt to changes in the character of its neighborhood or changes in the needs of the people it serves. Since the public library has traditionally been an information resource for the community, it is the logical institution to initiate all-community planning by inviting the participation of community residents and local organizations and institutions.

In the next decade, it is likely that the public library will demonstrate more initiative in planning adult education programs. The leadership of the American Library Association will be an important factor in this trend. Last year ALA mounted a year-long campaign to reduce illiteracy with funding it received from the U. S. Office of Education. At the 1976 ALA Summer Conference, a special session was held entitled "Chautauqua: Literacy and the Nation's Libraries." Librarians and adult educators gathered to discuss how they could work together to promote literacy. Early this year, ALA will publish a manual for librarians on teaching adults to read. Recent ALA publications such as The Disadvantaged and Library

Effectiveness (1972) and Library Materials in Service to the Adult New Reader (1973) are currently used by adult basic education teachers as well as librarians.

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